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ABSTRACT

A comprehensive needs assessment is the critical first step a coalition or organization must take in order to develop an effective and successful underage drinking prevention effort. This guide details the elements of a needs assessment. Beginning with data, the booklet walks the reader through the process organizations must follow to obtain all the information they will need to determine the exact causes of underage drinking and the appropriate solutions to those problems. To make the process easier, this booklet includes a sample data checklist that communities can use to determine what types of data are currently available and what data the community believes they will need to be effective in the future. Sample surveys are also available along with instructions for conducting a focus or discussion group with key members of the community. In addition, this booklet describes the other needed elements including a review of current laws, regulations, policies and procedures governing underage drinking and a review of what is currently occurring in a community with respect to underage drinking prevention. Sample questionnaires in the areas of prevention, education, enforcement and media are included. (GCP)

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Community How To Guide On...

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COALITION BUILDING

NEEDS ASSESSMENT & STRATEGIC PLANNING

EVALUATION

PREVENTION & EDUCATION

ENFORCEMENT

PUBLIC POLICY

MEDIA RELATIONS

SELF SUFFICIENCY

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Underage Drinking Prevention 2

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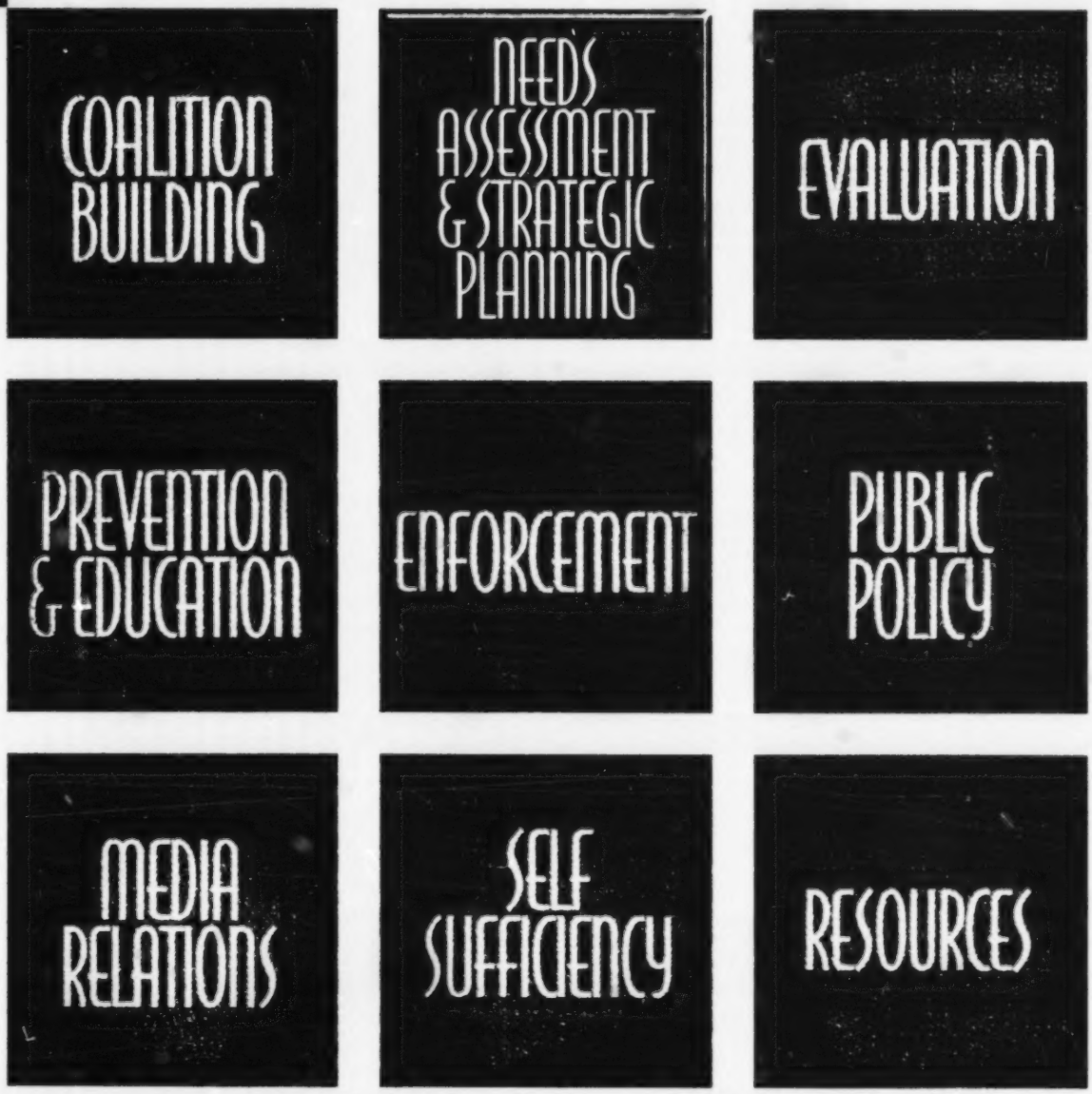

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EXECUTIVE SUMMARY

Cities, counties, and neighborhoods across America are confronting the problem of underage drinking and its consequences. The National Association of Governors' Highway Safety Representatives (NAGHSR) is a professional organization representing the chief highway safety officers from each state, the District of Columbia, and the U.S. territories. NAGHSR is committed to prevent and reduce illegal underage alcohol consumption and to curb the terrible toll underage drinking takes on our society.

As a result of their commitment to underage drinking issues and to assist cities, counties, and neighborhoods, NAGHSR, with financial assistance from the National Highway Traffic Safety Administration (NHTSA), developed a series of *"Community How To Guides."* These *"Community How To Guides"* address fundamental components of planning and implementing a comprehensive underage drinking prevention program. The Guides are designed to be brief, easy-to-read, and easy-to-use. Each guide contains a resource section to assist readers in obtaining additional and detailed information about the topics covered in that guide. The appendices include useful tools for each topic area that provide coalitions and organizations a jump-start in their planning and implementation activities.

Topics covered in the *"Community How To Guides"* include:

- Coalition Building
- Needs Assessment and Strategic Planning
- Evaluation
- Prevention and Education
- Underage Drinking Enforcement
- Public Policy Advocacy
- Media Relations
- Self-Sufficiency
- Resources

In addition to the *"Community How To Guides,"* NAGHSR also developed a *Case Study* of a model community underage drinking prevention program. This study is designed to give other communities which are considering starting an underage drinking prevention program or those that have an existing effort, some practical, real-world ideas and suggestions. The comprehensive approach, set forth in the "how to guides," has been applied in this community to great success.

The impetus for developing these guides came from the work NAGHSR has done in the area of underage drinking prevention for NHTSA and the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Based on their work in the underage drinking prevention arena, NAGHSR felt the comprehensive approach, first piloted in the Washington, D.C. area, could be of benefit to any community seeking to reduce underage drinking.

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Although these guides are targeted at the underage drinking issue, the basic process and information can be applied by any community-based organization striving to affect a social problem through changing community norms. These guides will also prove useful to Safe Communities, Students Against Destructive Decisions (SADD) chapters, Mothers Against Drunk Driving (MADD) organizations, police departments, and youth groups belonging to the National Organizations for Youth Safety (NOYS).

Violence prevention organizations may also find the information and tools helpful since the process to reduce incidents of youth violence is the same process detailed in these guides.

Contrary to conventional wisdom, underage drinking is not inevitable. It is preventable. These *"Community How To Guides"* are designed to help individuals or organizations to craft programs that will help the young people in their communities remain alcohol-free.

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ACKNOWLEDGEMENTS

The production of the nine *"Community How To Guides"* on underage drinking prevention involved the efforts of a number of people who helped develop the ideas and suggestions for each publication and provided the time to review the draft materials.

The National Highway Traffic Safety Administration (NHTSA) wishes to thank Barbara Harsha, Executive Director, National Association of Governors' Highway Safety Representatives (NAGHSR) for her leadership in the development of the *"Community How To Guides"* and to Pam Beer of PMB Communications and Trina Leonard of Leonard Communications, the authors of the Guides. Special thanks to Nancy Rea, Executive Director of *Drawing the Line on Underage Alcohol Use* in Montgomery County, Maryland for her expertise and review.

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INTRODUCTION

A comprehensive needs assessment is the critical first step a coalition or organization must take in order to develop an effective and successful underage drinking prevention effort.

A comprehensive needs assessment is the critical first step a coalition or organization must take in order to develop an effective and successful underage drinking prevention effort.

This "*Community How To Guide on Needs Assessment and Strategic Planning,*" details the elements of a needs assessment. Beginning with data, the booklet walks the reader through the process organizations must follow to obtain all the information they will need to determine the exact causes of underage drinking and the appropriate solutions to those problems.

To make the process easier, this booklet includes a sample data checklist that communities can use to determine what types of data are currently available and what data the community believes they will need to be effective in the future. Sample surveys are also available along with instructions for conducting a focus or discussion group with key members of the community.

In addition, this booklet describes the other needed elements including a review of current laws, regulations, policies and procedures governing underage drinking and a review of what is currently occurring in a community with respect to underage drinking prevention. Sample questionnaires in the areas of prevention, education, enforcement and media are included in the Appendix #1 so communities can quickly begin their assessment.

Once all the information has been completed, the booklet describes how to take what the community has learned and develop a strong strategic plan. The strategic plan worksheet in the Appendix #6 provides the outline that the community can use to develop their plan based on the information collected in the needs assessment process.

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A careful, thorough needs-assessment is the road map for change and provides the basis for a strategic plan which addresses specific problems that contribute to illegal underage drinking in the community.

Implementing an underage drinking prevention project is like taking a trip. You need to know where you are going, why you are going there, and the best route to take to reach your destination. A careful, thorough needs assessment is the road map for change and provides the basis for a strategic plan which addresses specific problems that contribute to illegal underage drinking in the community.

The needs assessment process helps an agency, coalition or other entity determine the nature and extent of the underage drinking problem in a community and how the problem is perceived among diverse groups. Without a needs assessment, a strategic plan is really just a best guess. A strategic plan based on a comprehensive needs assessment can become a roadmap for change.

People who have worked on the issue of underage drinking for some time may believe that they understand the nature, extent and causes of the underage drinking problem and can substitute their knowledge for a needs assessment. In fact, sometimes even the most knowledgeable individuals are surprised by the results of a thorough needs assessment. Those surprises are among the many reasons why a needs assessment is vital before a community can develop effective, workable solutions to its underage drinking problem.

Home, school, community and media environments shape children's attitudes and behavior. Before it is possible to change young people's behavior, their environment must be reshaped and the attitudes and behavior of adults and institutions around them must support appropriate decisions. Research on prevention shows comprehensive programs that change the environment in which people make decisions offer the greatest probability of success.

WHAT IS AT STAKE?

Prevention programs aimed at youth are not new. Traffic safety organizations have been conducting youth anti-drinking and driving campaigns for a number of years. The results of these efforts have been very successful and have produced a 50 percent reduction in alcohol-related motor vehicle fatalities involving youth over the last ten years. Unfortunately, statistics in communities across America indicate there has been no similar reduction in youth drinking in general. A comprehensive program examines all of the issues surrounding underage drinking, including drinking and driving.

Drinking and driving among youth is a serious consequence of underage drinking, but it is not the only consequence. Teen drinking is linked to vandalism, rape and other crimes of violence, suicide, falls, boating and swimming accidents, and other unintended injuries. In addition, teen drinking can result in reckless sex, which can lead to teen pregnancy and exposure to sexually transmitted diseases and the HIV virus.

Research conducted by the National Institute on Alcohol Abuse and Alcoholism (NIAAA) found that young people who began drinking before age 15 were four times more likely to develop alcohol dependence (alcohol addiction, commonly known as alcoholism) than those who began drinking at age 21. The risk that a person would develop alcohol abuse (a maladaptive drinking pattern that repeatedly causes life problems) was more than doubled for persons who began drinking before age 15 compared with those who began drinking at age 21.

A needs assessment makes the project defensible, fundable and measurable.

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Comprehensive underage drinking prevention projects approach the problem of underage drinking from a public health perspective, combining enforcement, education, public policy, media relations and other vital elements. They are designed to change the social and legal environment within which young people function and to create an environment which helps them stay alcohol-free until they are 21.

BENEFITS OF A NEEDS ASSESSMENT

Following is a list of some of the benefits that communities and organizations can realize from conducting a needs assessment.

- ***A needs assessment makes the project defensible, fundable and measurable.***

Comprehensive needs assessments achieve results because the solutions are targeted at the real causes of underage drinking. With the needs assessment in hand, proponents of the prevention program can explain and defend their activities by describing their relationship to the actual problems. Proponents also can demonstrate the basis for their plan when they request participation or financial assistance from government agencies, corporations, foundations or other potential supporters. Most funding sources insist that a project is evaluated to determine its efficacy, and the information in a needs assessment is the basis for a subsequent evaluation. As the program progresses and demonstrates success, funders will be attracted to demonstrable change.

- ***A needs assessment targets resources.***

A completed needs assessment enables a community, agency or coalition to more effectively utilize resources because solutions are targeted at the real causes of the problem of underage drinking. Since resources for most organizations are scarce, this targeting can help to achieve results without wasting precious funding or time.

- ***A needs assessment can reenergize existing efforts.***

Programs become stale after a period of time. People get tired, particularly if they are working for prevention without measurable milestones of success. The activities and approaches that worked a few years ago may not now seem quite as effective. A new initiative or a different twist on an existing program, identified by a needs assessment, can be the energizer that gets people involved and active once again. Consistent enthusiasm and involvement are always important. If a project needs to obtain private sector funding, gain media attention or advocate legislative change, energized coalition members are critical.

- ***A needs assessment can help garner media attention.***

Media attention on an issue or problem can help galvanize a community to take action. Articles in newspapers or stories on television can raise awareness that the problem is serious and demands attention. This awareness makes it easier for a coalition or organization to attract members, obtain funding or change community norms that promote underage drinking. A good needs assessment is full of information, backed by solid statistics, and convinces the media the problem of underage drinking is a story worth covering.

- ***A needs assessment is an opportunity to take a fresh look at the problem and determine whether old programs can be scrapped and new ones begun or whether programs are working well and should be replicated.***

Programs or activities that have been in existence for some time always need reexamination to determine whether changes in the community or society in general continue to make the effort relevant. A needs assessment is a good tool to determine what is and what is not working. For instance, if a coalition has been addressing the problem of underage drinking through a school-based video education program, but find in a focus group with young people that the majority of young people find the video boring or laughable, it is probably time to find another approach. However, if the coalition is testing the concept of a peer education program and finds that young people respond positively to the approach, then the group may want to replicate it throughout the community.

- ***A needs assessment is a good strategy for involving various members of a coalition or organization in important activities.***

One of the best ways to make people feel valued is to ask their opinion. The needs assessment gives people an opportunity to express their own views, relate their experiences and to help collect information from other members of the community. Coalition members can be trained to distribute and collect surveys, for instance.

BARRIERS TO CONDUCTING A NEEDS ASSESSMENT

The importance of conducting a needs assessment may seem obvious. The reality, however, can be much more challenging. The most commonly heard complaints about a needs assessment include the following:

"Why aren't we doing something? We already know what the problems are."

"We just need to enforce the law – arrest underage young people who buy and close down retailers who sell."

"I'm a member of too many groups who do nothing. I don't have time to participate in this group if all we're going to do is talk about the problem."

Completing a needs assessment takes time. Collecting data and researching attitudes behind the numbers through focus or discuss groups can be a lengthy process. When busy people hear your group will be spending six months to a year researching the issue of underage drinking, many of them may head for the door. Following are some suggestions for overcoming any unwillingness to conduct a needs assessment.

A needs assessment is an activity.

The elements of a needs assessment, which are discussed in the next section, include gathering data, reviewing that data, distributing surveys and conducting focus or discussion groups. All of those elements require someone to take an action, so rather than presenting the needs assessment as a research-based activity, present it as an action-based one that will require the involvement of all members of the coalition or organization.

The needs assessment gives people an opportunity to express their own views, relate their experiences and to help collect information from other members of the community.

A needs assessment will provide the baseline information that clearly outlines the need for the funding as well as providing the basis against which all future action can be measured.

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Involve members of the coalition in obtaining information for the needs assessment.

Some members of the coalition, such as law enforcement, will obviously be involved in collecting data, but others can also help gather data and information. For instance, courts may have data on alcohol involvement in juvenile crime and hospital emergency rooms may have data on the number of underage youth whose injury involves alcohol.

- Ask members to distribute a market survey to people in their own organizations or agencies. Market surveys are not scientific, but their findings can be illustrative and give the coalition a snap shot of what people in the community are thinking about the problem of underage drinking. Market surveys are discussed on page 13.
- Ask for volunteers to work a booth at a local grocery store on a Saturday morning. The grocery store will need to give permission, but will usually do so for a good cause. People can be asked to stop and register their opinions about the problem of underage drinking.
- Ask coalition members to conduct focus or discussion groups with people they know who are parents of underage youth. These contacts can be neighbors, friends, and members of their church or people from their child's school. Coalition members can help to run focus/discussion groups with target populations like business leaders, the faith community, the alcohol industry, youth, media, health professionals, etc. Train coalition members in how to conduct a focus or discussion group, supply them with a list of questions and a form to report back their findings. Request them to make a presentation on what they learned at an upcoming meeting.

Stress how the information from the needs assessment is critical for the coalition or organization to obtain funding from public and private sources.

Nearly all funding sources, whether a government agency, private foundation or company or non-profit agency, want to know their money is needed and will be well spent. A good evaluation plan is now central to almost all funding requests. A needs assessment will provide the baseline information that clearly outlines the need for the funding as well as providing the basis against which all future action can be measured.

Announce your needs assessment findings at a media event.

People in your coalition or group may be more willing to participate in a needs assessment if they know there is a definite end date and a goal to work toward. A media event is good way to wrap up the process as well as gain attention for the issue of underage drinking. It also gives people an activity in which they can participate and keeps them focused on obtaining good data and information since it will be released to the general public.

As the project progresses, a trend report can be prepared on a yearly basis either to show progress on reducing underage drinking or to demonstrate the need for further action.

ELEMENTS OF A NEEDS ASSESSMENT

A comprehensive needs assessment includes the following:

- Collection and analysis of data
- Survey information
- Focus or discussion groups
- A public policy review
- A review of current programs, activities and resources

In order to be successful in both the short- and long-term, a needs assessment must be comprehensive. In some areas, it may be difficult to collect all of the suggested data, but it is important to collect as much as possible. As the project progresses, a trend report can be prepared on a yearly basis either to show progress on reducing underage drinking or to demonstrate the need for further action. Following are some suggested activities to help your coalition or organization complete a successful needs assessment.

Step 1: Collect existing data on underage drinking

Data plays an important part in the comprehensive needs assessment process. The role of data includes the following:

- Determines the current extent of the underage drinking problem by establishing a baseline.
- Determines where the coalition or organization wants to be in the future.
- Gives the coalition or organization the information it needs to determine when they have achieved their goal(s).

Underage drinking data is available from several sources including the following:

- Police or sheriffs departments
- Alcohol beverage control agencies
- Highway safety agencies
- Motor vehicle licensing agencies
- School systems
- Courts
- Juvenile and criminal justice systems
- Juvenile services agencies
- Probation and parole agencies
- Prevention agencies
- Hospital emergency rooms
- Colleges and universities
- Census Bureau
- Public Health Departments

Following is a listing of suggested data that is part of the *Appendix #1, the Community Assessment Package.* Coalitions and organizations can use the Community Assessment Package, which lists many underage drinking data sources, when conducting their needs assessment. Many states and communities have embraced the "risk and protective factor" model for prevention pioneered by Dr. David Hawkins and Dr. Richard Catalano at the Social Development Research Group at the University of Washington. Assessing a community's risk and protective factors is also part of the groundwork of a needs assessment. *Appendix #2* is a listing of *Risk and Protective Factors*, and information on contacting the Social Development Research Group is located in the Resource Section.

The more data that can be collected, the more effective the plan to reduce underage drinking.

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The more data that can be collected, the more effective the plan to reduce underage drinking. However, an inability to collect data is also important information because it may mean the coalition or organization needs to establish a more effective data collection system as part of their strategic plan.

The data that the organization is collecting can be divided into several broad categories, which include the following:

- ***Demographics***
  - The total population and ethnic breakdown of the state, county, city or area.
  - The number and ethnicity of youth under 21 and what percentage of the total population they represent.
    Source: Census Bureau (Census data is available in any public library or can be obtained via the Internet at www.census.gov)
  - The number of licensed drivers who are under 21 and what percentage of the total number of licensed drivers they represent.
    Source: State motor vehicle licensing agencies
- ***Highway Safety Data***
  - DWI/DUI arrests and convictions involving underage youth and how those compare to adults 21 and over.
    Source: Police departments, state highway safety agencies, and courts
  - Alcohol-related crashes involving underage youth and how those compare to adults 21 and over.
    Source: Police departments, state highway safety agencies
  - Alcohol-related injuries involving underage youth and how those compare to adults 21 and over.
    Source: Police departments, state highway safety agencies, hospital emergency rooms, health departments
  - Alcohol-related fatalities involving underage youth and how those compare to adults 21 and over.
    Source: Police departments, state highway safety agencies, health departments
- ***Liquor Law Violations (youth and adults)***

Liquor law violations, which may be referred to by another name, are acts committed by an underage youth or an adult in violation of the state's and/or locality's liquor laws and regulations or motor vehicle licensing laws. These violations include the following:

- Attempts to purchase, purchase, possession and consumption of an alcoholic beverage by an underage youth.
- Possession or use of a fake ID or an altered driver's license.
- Purchase and/or providing alcohol to an underage youth, except for the adult's child in his or her own home.
  Source: Police departments, state or local alcohol beverage control agencies, courts
- Driver's license suspensions or revocations for alcohol-related offenses (provided the state's underage drinking laws include a licensing action).
  Source: state motor vehicle licensing agencies, courts

- ***Liquor Licensee Information and Sales to Minor Violations (liquor licensees)***

Sales to minor violations are those assessed against liquor licensees that violate the state's and/or locality's liquor laws and regulations.

  - Number of retail liquor establishments, restaurants, bars or any other licensed alcohol venue that sells alcohol to a minor in the state, county, city or area.
  - Number of liquor license suspensions, revocations and/or fines assessed to liquor licensees that violate underage drinking laws and regulations.
  - Number of alcohol beverage control agents/inspectors or police officers charged with regulating liquor licensees.
    Source: Police departments, state alcohol beverage control agencies

- ***School Data***
  - Suspensions, expulsions and other events related to alcohol.
  - Vandalism and/or campus disruptions related to alcohol.
  - Students referred for counseling, judicial action or other activity due to alcohol use.
    Source: School systems, colleges and universities

- ***Criminal Justice Data***
  - Number of parties to which police were called because of reports of underage drinking.
    Source: Police departments
  - Alcohol involvement in cases involving vandalism, property damage, rape, robbery, assault, murder, etc.
    Source: Courts, juvenile services, police departments including any campus police departments, probation and parole, hospitals, health departments
  - Incidents on college campuses including rapes, robberies, assaults, property damage, etc.
    Source: Colleges and universities, hospitals, health departments

- ***Injuries and Deaths Involving Alcohol (other than those involving motor vehicles)***
  - Recreational injuries or death where alcohol was a factor. Recreational activities include swimming, boating, climbing, roller blading, skate boarding, biking, walking, etc.
    Source: Hospital emergency rooms, police departments
  - Number of alcohol-related emergency room admissions or emergency medical services (EMS) calls for assistance by age.
    Source: Hospital emergency rooms, EMS systems

- ***Alcohol Treatment***
  - Number of beds in treatment facilities (public and private) available for underage youth.
  - Number of beds in treatment facilities (public and private) filled by underage youth.
  - Number of alcohol-related admissions.
    Source: State alcohol and other drug abuse treatment agencies

The lack of data or an inability to obtain the data is useful for a strategic plan where the group may recommend changes in the ways in which data is collected and made available to the public.

After data is collected, the local findings can be compared with national data such as NHTSA's "Youth Fatal Crash and Alcohol Facts" report and the annual "Monitoring the Future" survey conducted by the National Institute on Drug Abuse to determine how a particular community compares to the national sample. Local data can also be compared with statewide data or data from other communities within a state or region.

Also, it is important to remember the coalition or organization has not failed if it cannot obtain the data or has a difficult time in finding the right information. The lack of data or an inability to obtain the data is useful for a strategic plan where the group may recommend changes in the ways in which data is collected and made available to the public. The important point is to attempt to collect the information and a report on what was learned from the experience. The involvement of police departments, the justice system, hospital/health care personnel in the coalition or organization can also help with the data collection process (See *Community How To Guide on Coalition Building*).

Step 2: Obtain survey information

- ***Youth surveys***

Contact the public school system(s) in your community and local colleges and universities to determine whether they survey students or adults regarding drug and alcohol use. Some schools (secondary and higher education) survey students about alcohol use as part of broader substance abuse or behavioral studies on an annual or biannual basis. In some states, statewide substance abuse prevention agencies or health departments may collect local and statewide data. Information on several national youth surveys, including the Youth Risk Behavioral Survey conducted by the Centers for Disease Control (CDC), the Harvard School of Public Health College Alcohol Study and PRIDE surveys, are located in the Resource Section of this booklet.

If appropriate information is available, it may become part of the needs assessment and serve as a baseline against which future surveys can be compared. *Appendix #3* is a sample *Youth Questionnaire on Underage Drinking.*

The Pacific Institute for Research and Evaluation (PIRE) has developed a publication called "Guide to Conducting Youth Surveys" that "provides the background and rationale for [youth] surveys as well as practical, step-by-step instructions for administering them." Included are several surveys as well as a sample report once the information has been analyzed. The publication was developed as part of the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Enforcing Underage Drinking Laws Program and is available at no cost. Information on obtaining the guide can be found in the Resource Section.

- ***Donated survey research services***

Professional polling, advertising or market research organizations and colleges and universities commonly charge thousands of dollars to conduct statistically accurate surveys. If such an organization exists in your community, you can ask them to consider donating their services as a public service and as a means for generating positive public relations. If not, the coalition or organization may wish to draft a funding proposal for a local foundation. Many foundations are interested in research-based activities and programs. If none of these avenues is available, it is still possible to obtain valuable information about the attitudes and behavior of adults and youth by using coalition members, staff or graduate students.

For parents ignorance is not bliss, it is dangerous. Data and survey information can help to break down this wall of ignorance.

- ***Scientific surveys***

The Washington Regional Alcohol Program (WRAP), through the University of Maryland, conducted both a youth survey and a household survey of adults to assess attitudes and behavior toward underage drinking in the greater Washington, DC metropolitan area. Washington-area school systems were unable to provide appropriate data, but WRAP conducted a "street" survey of youth. Volunteer questioners went to places where youth congregated (malls, movie theaters, and concerts) to ask questions about their attitudes and behavior. Questioners also conducted a survey of households by telephone, and asked additional questions of adults who were parents or guardians of underage youth. Funding was provided for both of these surveys.

Surveys of adult and youth can be instructive for an organization planning an underage drinking prevention program. WRAP and other organizations have discovered, for instance, that there are striking differences on what parents know and believe about their children's drinking and what youth actually report. For parents ignorance is not bliss, it is dangerous. Data and survey information can help to break down this wall of ignorance.

- ***Market surveys***

If your budget is not sufficient to conduct a scientific survey of either youth or adults, a market survey can provide valuable information. Although not based on representative samples and statistically precise measures, a market survey can help to elicit information about attitudes and behavior regarding underage drinking among key groups. (*Appendix #4* is a sample *Market Survey or Adult Questionnaire on Underage Drinking.*) As noted in the section on barriers to needs assessments, volunteers can be mobilized to distribute surveys at local malls, movie theatres, restaurants, recreational facilities, churches and other places where potential respondents gather.

If the coalition or organization is unable to obtain any survey information on youth and adult attitudes toward underage drinking, it is not a failure. The need for such information should be included in the needs assessment and considered as a possible action step in a strategic plan.

Step 3: Conduct a public policy review

A public policy review includes an examination of the following:

- Laws and regulations on underage drinking, alcohol sales, driving under the influence of alcohol, providing alcohol to minors.
- Policies and practices of public institutions such as police departments and school systems
- Regulations on advertising in public places and on alcohol sponsorship of public events

- ***Laws and regulations***

One of the reasons the anti-drinking and driving movement has been successful is because citizen activist organizations like Mothers Against Drunk Driving (MADD) enlisted public support and campaigned to make the laws against drunk driving stronger. A review of your own state's or locality's laws and regulations on underage drinking may reveal some inadequacies or gaps that require new legislation or modifications.

In other cases, existing laws may not be easy to implement or may be so confusing that law enforcement officers refrain from using them. For instance, the state of Maryland code had three statutes concerning the use of fake IDs. The statutes, however, were so confusing that police officers were reluctant to write citations in

A review of your own state's or locality's laws and regulations on underage drinking may reveal some inadequacies or gaps that require new legislation or modifications.

fear of being humiliated by judges in court because they had misconstrued the laws. The Maryland Underage Drinking Prevention Coalition worked with law enforcement officers and legislators to develop and pass clear new legislation which officers can use with confidence.

Information on laws is available through most public libraries and on "Thomas" in the Library of Congress web site. An attorney in private practice, a state or county attorney, a police department or the state's alcohol beverage control agency can also provide you with information about the local laws, which regulate underage drinking. The *Community How to Guide on Public Policy* also includes a state-by-state review of major underage drinking laws. This does not, however, include every law and does not reflect state and local regulations.

Understanding the entire legal background of underage drinking — including the penalties for breaking the law — requires a review of federal, state and local laws pertinent to these areas. If a law seems flawed or inadequate, there are many resources for obtaining examples of successful legislation in other states and communities. National organizations dedicated to drunk driving and underage drinking prevention, including the National Highway Traffic Safety Administration (NHTSA), MADD and the National Committee on Uniform Traffic Laws and Ordinances (NCUTLO), may also be able to direct a community to sources of model legislation. A list of these organizations is included in the Resource Section of this booklet.

- ***Policies and practices of public institutions***

Public institutions that deal with youth, such as a school system, college or university, or police department, have established policies and formal and informal procedures. For instance, the policy of the local school system may be to prohibit

RELEVANT UNDERAGE DRINKING LAWS INCLUDE THE FOLLOWING:

- Zero tolerance laws (Under 21 driving with a positive blood alcohol concentration-BAC)
- Use/lose laws (Laws which suspend or revoke a young person's driver's license for alcohol-related offenses)
- Possession, attempts to purchase or actual purchase of alcohol by minors
- Exemptions to the state's underage drinking laws such as allowing youth age 18 and or older to work in liquor establishments
- Consumption of alcohol by minors
- Use of a fake ID
- Open container laws
- Public intoxication
- Sales to minors
- Adults who are 21 and older providing alcohol to minors
- Responsibility by adults for alcohol use by minors
- Licensing of alcohol retailers, including bars and restaurants as well as beer, wine and liquor stores
- Fines or other regulatory action for retailers who provide or sell alcohol to minors
- Keg registration
- Dram shop and social host laws

alcohol use on school grounds, but what is the policy with respect to a student athlete who uses alcohol off school property and not during a school function? If this alcohol use is brought to the attention of school authorities, are the athletes suspended from playing on the team? Allowing a young person to continue participating in a school-sponsored event, even when they have broken the law, sends the wrong message to the student population as a whole.

As part of a needs assessment, it is useful to determine the actual practices of public agencies charged with enforcing the law or regulating the sale of alcohol. How are the penalties for breaking underage drinking laws applied? Sometimes juvenile justice authorities, judges or liquor license authorities do not apply the available legal penalties. Consequently, offenders do not take breaking the law seriously. Also, is training available for law enforcement and alcohol servers?

Project Extra Mile in Omaha, Nebraska, for instance, found that penalties assessed to retailers who were cited for alcohol sales to minors were weak, making the law ineffective at preventing underage drinking. As a result, the project mounted a legislative effort to strengthen the penalties imposed upon retailers who break the law.

Many communities have also found that police officers do not aggressively enforce underage drinking laws because the young people they cite receive little or no punishment from the juvenile justice system. Often young people who have been charged with underage drinking offenses are diverted out of the system or receive minimal fines or light community service, thereby negating the action taken by the police.

Examining not only the policy, but also the actual practices can reveal opportunities for positive change.

- ***Alcohol advertising and alcohol sponsorship of public events***

A review of billboards, window signage in retail establishments, the concentration of liquor establishments in a given area, the location of liquor establishments near schools and alcohol advertising in college and university publications may reveal needed changes in public policy. For instance, in many urban areas, liquor establishments may be located near schools thereby exposing young people to alcohol advertising on a daily basis. Data on crashes and crimes related to underage drinking can be examined geographically to determine whether these events happen in and around places that advertise alcoholic beverages.

In Detroit, MI, a local coalition formed by a member of the City Council conducted a review of billboard advertisements throughout the city and found a concentration of ads promoting alcohol in poor neighborhoods. The group publicized their findings, which lead to a reduction in the number of billboards featuring alcohol advertising.

Alcohol sponsorship of public events, particularly those where young people are present, is also another area for underage drinking prevention coalitions to examine. In New Mexico, a local group was successful in banning alcohol for one day at the State Fair. In the District of Columbia, alcohol is now prohibited at the city's major Latino festival. Despite predictions that the event would die without alcohol, it is flourishing and law enforcement reports fewer arrests and problems.

As part of a needs assessment, it is useful to determine the actual practices of public agencies charged with enforcing the law or regulating the sale of alcohol.

Before proposing activities for the coalition or organization to undertake, it is useful to determine whether similar activities are already underway.

Step 4: Conduct a review of current underage drinking prevention programs

Before proposing activities for the coalition or organization to undertake, it is useful to determine whether similar activities are already underway. This is a much more effective use of limited resources and enables the coalition or organization to learn from the experience of other organizations. A review of current programs also will determine where gaps exist so efforts can be targeted at the areas of greatest need.

The community assessment package in the appendix includes a list of questions for coalitions to answer, which will help them understand what is currently being accomplished in the areas of enforcement, prevention, education, public policy, and media.

In addition to responding to the questionnaires, coalitions should contact all relevant agencies and organizations including the following:

- Government agencies including Department of Health, Department of Education,State Highway Safety Office, Office of Juvenile Justice
- Youth groups including Boy and Girl Scouts, Boys and Girls Clubs, YMCA, SADD, school-based groups
- MADD Chapter(s)
- Parent groups such as PTAs
- Colleges and universities
- Recreational clubs and facilities
- Churches and synagogues, other faith organizations

In Fredericksburg, VA, Juvenile Court Judge J. Dean Lewis sponsored a "Day of Discovery," to determine the types of prevention programs available for youth in the area. All relevant agencies, organizations and groups in the community were invited to attend to describe their program and what it offered. As a result of the meeting, a Drug and Alcohol Task Force evolved and subsequently developed a Youth Resource Directory to let the community know what was available to them.

This review may reveal there are many appropriate programs and activities that are not well publicized. As part of its strategic plan, a coalition might resolve to publish a monthly calendar of alcohol-free events. In Montgomery County, MD, "Drawing the Line on Underage Alcohol Use" published and distributed a monthly calendar with support from a local hospital and a local health maintenance organization. The calendar was distributed to schools, libraries, recreation centers, grocery stores, record stores and other sites.

Step 5: Conduct focus groups with key community groups

Exploring the "why" behind the numbers is just as important as collecting the data. Determining that few liquor law citations are being assessed by the local police department does not tell the whole story, for instance. There may be reasons why the police are not citing youth for violating the state's liquor laws. The group planning an underage drinking prevention program needs to know that information.

The Safe and Sober Youth (SASY) organization in Chesterfield County, Virginia found during their needs assessment that few youth were being cited for liquor law violations. In addition, the

numbers for those whose license had been suspended or arrested under the state's Use/Lose Law were low as well. In a discussion group with local law enforcement, the coalition learned officers were reluctant to arrest youth because of the time and effort involved in dealing with juveniles. Often officers were forced to "baby sit" the young people until a parent or guardian could come and take the youth home. This took the officer away from his or her regular duties and placed a hardship on the department.

With that information, the coalition could work with police to help streamline procedures or to create "holding" centers where police drop youth off after they have completed the legal process. Information on establishing a juvenile holdover program is available from the American Probation and Parole Association, which is listed in the Resource Section.

A focus group is a process for eliciting comments, opinions and perceptions about a particular product, idea or problem. Many major corporations use focus groups to test their products before they are introduced to the general public. In the case of an underage drinking prevention group, members of key groups within the community and the coalition should be asked to participate in a focus group session. Target groups include the following:

- Law enforcement including alcohol beverage control agencies
- The juvenile and criminal justice system
- Juvenile services agency staff
- Health departments
- Substance abuse prevention and treatment experts
- Educators from secondary schools and educators from the college and university level
- Youth
- Parents
- Elected officials
- Media representatives
- The alcohol industry
- Businesses that employ underage youth
- Civic groups
- Faith community
- The military (many recruits are 18 to 20 years old)
- The medical community

An underage drinking prevention coalition or organization should try to obtain views from at least five of the target groups listed above. Opinions from law enforcement, youth and parents are critical in a comprehensive needs assessment and every coalition/organization will need to target these groups. During these sessions, participants should be encouraged to express their specific concerns about underage drinking in the community as well as their recommendations for solutions.

Market research firms, public opinion pollsters and advertising agencies often have staff members who specialize in conducting focus groups, but their fees may be prohibitive for non-profit organizations and government agencies. Sometimes services will be donated if a coalition asks for help.

Prevention organizations and coalitions without substantial budgets for research, however, can obtain the information they need, through a combination of imagination, willingness to learn and networking.

Ideally, local colleges and universities should be participants in the coalition. These institutions

Prevention organizations and coalitions without substantial budgets for research, however, can obtain the information they need, through a combination of imagination, willingness to learn and networking.

may offer classes or programs in which students learn how to conduct focus groups. Check with the college's public relations, marketing or health departments, since focus groups are used to pre-test many products and to ascertain the extent of many social and health problems.

A college in your community may be willing to train project staff or coalition members in focus group techniques. The Center for Substance Abuse Prevention (CSAP) also has produced a focus group guide, which is available through the National Clearinghouse on Alcohol and Drug Information (NCADI). Contact information for NCADI is listed in the Resource Section of this booklet.

Leading a focus group requires special attributes and some people may not be appropriate group leaders. The techniques employed differ from those used to lead a group discussion or to chair an organization. An ideal focus group moderator has the following characteristics:

- Is a good listener
- Responds positively to all comments
- Appears to be neutral regarding opinions voiced by group participants
- Does not display any special knowledge of underage drinking
- Probes sensitively for reactions and comments from group members

At least two moderators should be available for each focus group. One moderator should lead the group and ask questions while the other takes notes during the meeting and observes participants' body language and expressions, which can be helpful cues when the results of the focus group are interpreted later. Although good notes are vital, focus group sessions should also be taped so that the information that is analyzed is verbatim and it is possible to confirm information.

Following the focus group, request that an individual from the college, university or marketing company assist in analyzing the information and drawing conclusions. Proposed solutions should be considered and perhaps included in the strategic plan, if the planning group determines that they are reasonable proposals for improving conditions or resolving specific problems.

If the coalition or organization has tried to find someone from a college, university or marketing company to assist them with the focus group and were unsuccessful in obtaining help, a less formal process, called a discussion group, can be used.

A discussion group is like a focus group but not quite as rigid. Individuals from each of the targeted groups are asked to attend a meeting to offer their opinions. Although not as scientific as a focus group, the information can still be relevant to a needs assessment and useful in developing a strategic plan. The same questions used for a focus group can be used for a discussion group. *Appendix #5* lists some sample *Focus Group Questions.*

Step 6: Sponsor an event for youth to solicit their views.

Young people's views on underage drinking can be obtained either through a separate focus group or at a conference. In the Washington, DC metropolitan area, the WRAP project sponsored a "Youth Congress" at the U.S. Capitol where youth from throughout the region debated the issue of underage drinking and developed their own recommendations for solutions. MADD

FOLLOWING IS AN ABBREVIATED GUIDE FOR FOCUS GROUP MODERATORS:

- ***Introductions and warm up***
  - Introduce yourself and your assistant or co-moderator.
  - Ask each participant to introduce themselves by first name only.
- ***Explain the purpose and ground rules of the focus group.***
  - Explain why group members have been asked to participate, i.e., to learn their views and opinions on underage drinking and to obtain their suggestions for solutions.
  - Explain the ground rules, including:
    - Only one person should speak at a time.
    - Every opinion and comment has value.
    - Everyone in the group is encouraged to participate.
    - People should remain quiet when others are offering their views.
  - Explain that the session is being audio taped so it can be analyzed later.
  - Remember to tell participants that they will not be identified by their full name and their business or organizational affiliation will not be identified in the official record. All responses in a focus group are anonymous.
- ***Develop a list of questions about underage drinking you would like answered. (A sample focus/discussion group questionnaire appears in the appendix section of this booklet.)***
  - With each question, you should develop a list of probes. Probes are designed to prompt people to answer if they are having trouble getting started or can't think of any responses. For instance, your question may be: "Is underage drinking a serious problem in your community?" If no one answers, an appropriate probe may be "Has there been an alcohol-related motor vehicle crash involving a teen in your community?"

also conducted a National Youth Summit on Underage Drinking Prevention in Washington, DC that brought together young people from every Congressional District in the United States. These young people debated the issue of underage drinking and developed recommendations, which were delivered to every member of the U.S. Senate and U.S. House of Representatives. A community does not, however, have to undertake a youth event on such a grand scale in order to obtain valuable information.

Involving youth in the needs assessment process gives the process credibility since the people who are affected by the problem are directly involved in the process of developing solutions. Young people can also provide a realistic picture of what is happening in a community with respect to underage drinking. Adults may view current enforcement levels as adequate, but may reevaluate their position when young people tell them alcohol is readily available.

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Community How To Guide On...
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The following are some steps for organizing a youth conference:

- Select participants through either an application process or by requesting school systems to nominate participants.
- Divide the agenda so that the first part of the conference is a briefing on the problem of underage drinking from a variety of experts including law enforcement, substance abuse prevention specialists, legislators, media representatives and parents.
- Develop a process whereby the young people debate the problem of underage drinking and develop their own recommendations for solutions.
- Announce these recommendations at a news event and deliver them to state and local legislators.

A guide for implementing a youth conference, "TeamSpirit" is available from NHTSA.

Whatever process is selected, it is important to actively involve youth from the beginning of the process in order to achieve maximum buy-in and support from the people most affected by the problem of underage drinking.

THE STRATEGIC PLAN

The strategic plan is the vehicle for success. Once a needs assessment is complete, the next step in developing a comprehensive prevention program is to bring people together and agree on appropriate solutions. The planning process requires three steps:

- An examination of the needs assessment to determine the nature and extent of the underage drinking problem
- A review of alternative courses of action available to meet identified needs
- An allocation of resources to achieve solutions

During the strategic planning process, coalition members will define goals, identify measurable objectives and develop action steps to reach these goals and objectives.

If the coalition is broad-based and diverse, reaching consensus can be difficult and time consuming. It sometimes helps to ask coalition members to use a ranking system when they are trying to prioritize ideas. Before beginning the strategic planning process with members of the coalition, however, it is important for the project

STRATEGIC PLANNING BEGINS BY ASKING THE FOLLOWING QUESTIONS:

- Where are we going (goals)?
- What do we want (objectives)?
- How will we know when we have it?
- Where, when and with whom do we want to work?
- Where will it work?
- What obstacles do we face?
- What resources, including financial, do we have?
- What resources, including financial, do we need?
- What is the first, then subsequent steps and activities?
- Did we do what we said we would (evaluation)? (See *Community How To Guide on Evaluation*)

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The first thing every coalition or organization needs to do is to determine why it exists – that is, to determine its mission.

staff to determine their own goals and objectives for the project. If the project staff is unfocused and cannot decide what is and what is not important, it will be impossible to communicate with the coalition and assist them in reaching consensus. Following is an outline for a strategic planning process.

1. Develop an organization/coalition mission statement
2. Review needs assessment
3. Define broad-based goals
4. Identify measurable objectives for each goal
5. Develop action steps to achieve each objective

DEVELOP A MISSION STATEMENT

The first thing every coalition or organization needs to do is to determine why it exists — that is, to determine its mission. If the group does not know why it exists, it cannot be effective. Mission statements should be brief and succinct. They are useful for the following reasons:

- They can be sent to companies, individuals, agencies or others who want to know what the organization is about.
- They help clarify the purpose for staff and coalition members.
- They keep the organization and its resources focused.
- They are the vision for the future.

Questions the group should ask when drafting a mission statement include the following:

- Why was the organization formed?
- What problem(s) is the organization trying to solve?
- How does the coalition or group think the organization can solve the problem(s)?
- What is the goal for the future? (Be as broad and far reaching as possible.)

Sometimes, organizations can get bogged down in developing a mission statement. Make certain that does not happen to your group. Appoint a small committee to develop a mission statement and set a timetable for completion. Have the committee present the proposed mission statement to the full coalition and organization.

Following is an example of a mission statement for an underage drinking prevention coalition.

The ABC Coalition was formed to reduce underage drinking by creating a clear community consensus that underage alcohol use is illegal, unhealthy and unacceptable.

REVIEW THE NEEDS ASSESSMENT

The strategic plan is based on the information obtained through the needs assessment process including all data, surveys, focus/discussion group reports, information gained through the public policy review and the review of current underage drinking prevention programs. In order to achieve the greatest buy-in and support from the community, involve all members of the coalition or organization in the strategic planning process. This can be a challenging process, but worthwhile to achieve community ownership of both the problem of underage drinking and the solutions.

To start the needs assessment review, the facilitator may call on individuals in the coalition/organization to report on the findings (using the data checklist and questionnaires in Appendix #1), to determine where the problems exist. In developing a problem

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In order to achieve the greatest buy-in and support from the community, involve all members of the coalition or organization in the strategic planning process.

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statement, based on the needs assessment, an organization may want to list problems by subject area including enforcement, prevention, education, and public policy.

Under enforcement, for instance, list all the enforcement related data including drinking and driving, liquor law violations and sales to minor violations as well as information obtained through focus/discussion groups with police officers, alcohol beverage control officials, juvenile justice officials and the courts. Also list any information pertaining to enforcement from surveys and the Enforcement Questionnaire. Remember, what is included in the strategic plan must relate back to the needs assessment.

Critical to the success of any strategic planning process is a good facilitator. A good facilitator is able to do the following:

- Communicate clearly and succinctly
- Be enthusiastic and energized
- Recognize the contributions of others
- Bring everyone into the discussion and keep few individuals from monopolizing the process
- Stimulate thinking
- Summarize the opinions of others and express them clearly
- Be persistent and patient and push ahead even when things bog down
- Keep the discussion focused and on track
- Communicate expectations and decisions clearly
- Bring the discussion to a close and summarize the group's actions

This needs assessment review, particularly if completed by subject area, should help the group focus on the goals of the strategic plan.

DEFINE GOALS

Goals are broad, general statements describing what the project or group wants to accomplish. They are not the specific activities or action steps. Objectives and action steps are the activities to help the project accomplish the goal(s) and ultimately achieve the group's mission. Following are examples of underage drinking goals:

Reduce underage drinking by enforcing underage drinking laws and regulations.

Educate youth and adults on the serious consequences of underage drinking.

Improve communication and collaboration among agencies and organizations involved in underage drinking prevention.

IDENTIFY OBJECTIVES

Objectives describe the intermediate steps that help accomplish the broader goals. They are written to articulate what the program is intended to do and should be measurable to assess progress toward the goal. They should be specific, attainable and timely. The objectives become the foundation for program development and evaluation. If they are not clear and "actionable," the program may be unfocused and ineffective. Objectives are not action steps. They do not talk about the specific steps the project will take.

Both goals and objectives should be realistic. No one wants their program to be considered a failure because of unrealistic expectations. For example, it is generally impossible to achieve a goal of 100%. If assigning percentages to an

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objective, go back to the needs assessment and determine how much improvement can be realistically achieved over the next two to three years.

For instance, if the goal is to reduce underage drinking by enforcing underage drinking laws and regulations, several suggested objectives could include the following:

By October 200x, increase by 10% the number citations given to youth that violate the state's liquor laws.

By October 200x, decrease by 10% the number of retailers that sell alcohol to minors (as determined by compliance checks. See Community How To Guide on Underage Drinking Enforcement*).*

Both of these objectives are measurable. A percentage of increase or decrease is given along with a date to enable the coalition or organization to determine whether their actions have been successful.

DEVELOP ACTION STEPS/ACTIVITIES

These are the specific steps an organization will take to accomplish the objectives. Often people will first develop action steps or activities before defining a goal and objectives. It is important to follow the strategic planning process from mission statement, to goals, objectives and then action steps.

For example, if the objective is to decrease the number of retailers who sell alcohol to minors, the action steps may include the following:

Conduct compliance checks on a monthly basis.

Publish the names of the retailers that violate the law.

Determine the punishment given to retailers who are sited for sales to minor violations to insure it is sufficient and consistently applied.

Conduct server/seller training sessions.

Appendix #6 is a *Strategic Plan Worksheet* that a coalition or organization may wish to use as a guide in developing their own plan. The worksheet asks for goals in the areas of Enforcement, Prevention/Education and Public Policy. (See *Community How To Guides on Underage Drinking Enforcement, Prevention and Public Policy* for additional information on each of these issue areas). Implementing a plan in these three areas will insure it is a comprehensive effort, which has the greatest chance of both immediate and long-term success.

Every suggested goal, objective and action step should be written down, but it does not mean the coalition will be able to accomplish everything in one year. Once the strategic plan is written, the coalition must prioritize short and long-term goals, objectives and action steps, and realistically determine what can be accomplished.

To assist the organization in developing priorities, it is a good idea to develop a management/staffing plan and time line. This will enable the coalition/organization to track the implementation of the strategic plan and determine if there are sufficient resources to accomplish the tasks. A detailed work plan includes each goal and objective, followed by specific task assignments in each category. Each task assignment is then assigned to a staff member, volunteer or board member along with target dates for completion. A separate column should list the date the task was completed. The timeline and work plan should be reviewed and updated regularly. *Appendix #7* is a sample *Work Plan and Timeline.*

Since most coalitions have limited paid staff, organize committees and assign coalition

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Implementing a series of activities without knowing whether they will be effective is a waste of time and resources.

members to chair committees based on the goals of the strategic plan. Each committee can develop a work plan and time line in their goal area and report back on progress to the full coalition. This will increase the buy-in and support for the strategic plan as well as spreading the workload.

CONCLUSION

Conducting a comprehensive needs assessment and developing a needs-based strategic plan is the only way a coalition/organization can truly be effective in reducing underage drinking in both the short and long-term. Implementing a series of activities without knowing whether they will be effective is a waste of time and resources. It will not accomplish the ultimate goal of reducing underage drinking and its dangerous consequences. Examining the problem and then developing solutions that actually address the problem is the right path to success.

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COMMUNITY SELF-ASSESSMENT PACKAGE

The following documents are designed to assist communities in determining the nature and extent of their underage drinking problem. This self-assessment should be completed as part of a comprehensive needs assessment, which will be used in the development of a strategic action plan.

- Data Checklist
- Needs Based Strategic Planning with emphasis in the areas of
  - Enforcement
  - Prevention
  - Education
  - Public Policy
  - Media

These key areas reflect the elements of a comprehensive underage drinking prevention project, which will enable a community to develop a strategic plan that positively addresses the problem of underage drinking in both the short- and long-term.

1. COLLECT DATA FOR A NEEDS ASSESSMENT

Attached is a listing of the various data elements, which the coalition/organization should attempt to collect. If data is not available or is very difficult to obtain, the coalition should indicate this fact and discuss whether collection of the data should be included in the strategic plan.

2. DEVELOP A STRATEGIC PLAN THAT IS BASED ON THE INFORMATION COLLECTED IN THE NEEDS ASSESSMENT.

Attached area series of questionnaires reflecting the key elements of a comprehensive plan:

- Enforcement
- Prevention
- Education
- Public Policy
- Media

Respondents should answer these questions as best they can and indicate where the information was obtained (data, surveys, focus groups, personal opinion).

By developing goals, objectives and action steps in these key areas, coalitions can begin the process of environmental change regarding the policies, programs and procedures that affect a community's attitude and behavior toward underage drinking.

DATA CHECKLIST

The following is a comprehensive list of all possible data sources. The more information that can be gathered, the more comprehensive the needs assessment. However, if the data is unavailable or difficult to obtain, indicate that fact and move on to other questions. Consider collecting the data as part of a strategic plan at a later date. Distribute the checklist to members of the coalition/organization or key members of the community and request their assistance.

A. Demographics

1. Population
   - Total population of city/county/area (circle one) _____
   - Don't know/unavailable _____
2. Ethnic breakdown (by %)
   - White _____
   - African American _____
   - Hispanic _____
   - Asian _____
   - Native American _____
   - Other _____
   - Don't know/unavailable _____
3. Under 21 youth
   - Number of youth (ages 0-14, 15-20) _____
   - % of the total population _____
   - Don't know/unavailable _____
   - *Source: Census Bureau (Census data is available in any public library or can be obtained via the Internet at* www.census.gov)
4. The number of licensed drivers who are under 21 and what percentage of the total number of licensed drivers they represent.
   - Number of licensed drivers under 21 _____
   - % of total licensed drivers _____
   - Don't know/unavailable _____
   - *Source: State motor vehicle licensing agencies*

B. Highway safety data

1. Drinking and driving
   - Number of zero tolerance citations _____
   - Number of underage DWI/DUI arrests _____
   - Number of underage DWI/DUI convictions _____
   - % of total DWI/DUI arrests _____
   - % of total DWI/DUI convictions _____
   - Don't know/unavailable _____
   - *Source: Police departments, state highway safety agencies, courts*

Data Checklist continued

2. Motor vehicle alcohol-related crashes
   - Number of underage alcohol-related crashes _____
   - % of total alcohol-related crashes _____
   - Don't know/unavailable _____
   - *Source: Police departments, state highway safety agencies*
3. Motor vehicle alcohol-related injuries
   - Number of underage alcohol-related injuries _____
   - % of total alcohol-related injuries _____
   - Don't know/unavailable _____
   - *Source: Police departments, state highway safety agencies, hospital emergency rooms, health departments*
4. Motor vehicle alcohol-related fatalities
   - Number of underage alcohol-related fatalities _____
   - % of total alcohol-related fatalities _____
   - Don't know/unavailable _____
   - *Source: Police departments, state highway safety agencies, hospital emergency rooms, health departments*
5. Driver license suspensions/revocations for underage consumption, purchase or possession
   - Number of license suspensions for alcohol-related motor vehicle offenses _____
   - Number of license revocations for alcohol-related motor vehicle offenses _____
   - Don't know/unavailable _____
   - *Source: State motor vehicle departments/agencies, provided the state's underage drinking laws include a licensing action.*

C. Liquor Law Violations

Liquor law violations, which may be referred to by another name, indicate any acts committed by an underage youth or an adult in violation of the state's and/or locality's liquor laws and regulations.

- Citations for underage attempts to purchase _____
- Citations for underage purchase _____
- Citations for underage possession _____
- Citations for underage consumption _____
- Citations for underage possession or use of a fake ID _____
- Citations for adult purchase for and/or providing alcohol to a minor _____
- Don't know/unavailable _____
- *Source: Police departments, state alcohol beverage control agencies, courts*

Data Checklist continued

D. Alcohol Sales

Includes retail liquor establishments, restaurants, bars or any other licensed alcohol venue that sells alcohol to a minor.

Number of sales to minors _____
Number of license suspensions for sales to minors _____
Number of license revocations for sales to minors _____
Don't know/unavailable _____
Source: Police departments, state alcohol beverage control agencies
Number of retail outlets _____
Number of alcohol beverage control agents/inspectors/police officers _____
Don't know/unavailable _____
Source: State alcohol beverage control agencies

E. School Data

Number of alcohol-related suspensions, expulsions and other events _____
Number of alcohol-related incidents of vandalism and campus disruptions _____
Don't know/unavailable _____
Source: School systems, colleges and universities, campus and local police departments

F. Criminal Justice Data

Number of parties to which police were called because of underage drinking _____
Don't know/unavailable _____
Source: Police departments
Underage alcohol involvement in cases involving
Vandalism, property damage, rape, robbery, assault, murder, etc. _____
Don't know/unavailable _____
Source: Courts, juvenile services, police departments including any campus police departments, probation and parole, hospitals, health departments
Alcohol-related incidents on college campuses including
Rapes, robberies, assaults, property damage, etc. _____
Don't know/unavailable _____
Source: Colleges and universities, hospitals, health departments

Data Checklist continued

G. Injuries and Deaths Involving Alcohol (except those involving motor vehicles)

Recreational injuries or death where alcohol was a factor.

Swimming _____
Boating _____
Climbing _____
Roller blading, skate boarding _____
Biking _____
Walking _____
Don't know/unavailable _____

Source: Hospital emergency rooms, emergency medical systems (EMS), hospital inpatient and discharge data, hospital financial data, police departments

Underage youth alcohol-related emergency room admissions/EMS data _____
Don't know/unavailable _____

Source: Hospital emergency rooms, insurance companies

H. Alcohol Treatment

Number of beds for underage youth _____
Number of beds filled by underage youth _____
Number of alcohol-related admissions _____
Waiting list for admission or other indication of need _____
Don't know/unavailable _____

Source: State alcohol and other drug abuse treatment agencies

I. Prevention Initiatives

Number of parent programs _____
Number of alcohol-free programs and activities for youth _____
Number of substance abuse prevention organizations _____
Number of youth substance abuse prevention organizations (SADD etc) _____
Don't know/unavailable _____

Source: School systems, state substance abuse prevention agencies

J. Youth

Youth behavioral risk survey is available _____ Yes
Youth behavior and attitude toward alcohol use survey is available _____ Yes
No surveys available _____

Source: State Departments of Health, secondary school systems, colleges and universities, and other groups such as PRIDE.

ENFORCEMENT QUESTIONNAIRE

The following is a list of questions on the nature of underage drinking enforcement in the community. The more information that can be gathered, the more effective the strategic plan. However, if the answer to the question is unknown or difficult to obtain, indicate that fact and move on to other questions. Distribute this checklist to members of the law enforcement community, including alcohol beverage control agencies.

1. Do you have support of top law enforcement officials for enforcing underage alcohol violations?

2. What are the underage drinking enforcement programs your law enforcement agencies are currently doing such as compliance checks, Cops In Shops, etc.? Is there information on buy rates, number of citations given, fines/suspensions against retailers? Can the effectiveness of these programs be measured?

3. What is the attitude of law enforcement to enforcing underage drinking and DWI/DUI laws?

4. What obstacles does law enforcement face in youth alcohol enforcement?

5. Is it easy for minors to buy alcohol?

6. Where do youth obtain their alcohol?

7. Where does underage drinking occur? Are there specific locations where youth gather to drink?

8. Out of 10 retailers, how many do you estimate would sell to an underage youth?

Enforcement Questionnaire continued

9. Are any law enforcement agencies in your community committed to youth alcohol enforcement in terms of providing manpower, task forces, special training, etc? If so, list the programs.

10. Which law enforcement agencies work together in the community to enforce underage drinking laws?

11. Is there one officer from local law enforcement who could take lead in contacting other local law enforcement agencies? Who?

12. What are the attitudes of prosecutors, judges in your community toward underage drinking? Is there any training for the judiciary with respect to youth alcohol violations?

13. Do juvenile justice and law enforcement agencies cooperate on underage drinking issues? How?

14. What is the attitude and policy of alcohol beverage control agencies?

15. Are there a sufficient number of alcohol beverage control agents and inspectors to regulate establishments that sell alcohol?

16. Is training available which focuses on effective enforcement of underage drinking laws?

PREVENTION QUESTIONNAIRE

The following is a list of questions on the nature of prevention programs in the community. The more information that can be gathered, the more effective the strategic plan. However, if the answer to the question is unknown or difficult to obtain, indicate that fact and move on to other questions. Distribute this checklist to members of the coalition who work in the prevention field or key members of the community and request their assistance.

1. What underage drinking prevention programs already exist?

2. Is there a underage drinking prevention program that is successful? Is there a underage drinking prevention program that is weak?

3. Are the underage drinking prevention programs evaluated and is that evaluation available?

4. What institutions, organizations, agencies take primary responsibility for prevention and education programs?

5. What kinds of alcohol-free activities are available to youth and are they well publicized?

6. How does the media report incidents involving underage drinking?

7. Are parents involved in prevention/intervention strategies and education?

8. Are there prevention programs targeted at adults?

9. Are there campus-based prevention/intervention policies, programs, and training?

10. Is there any server/seller training for liquor licensees? Is it mandated?

EDUCATION QUESTIONNAIRE

The following is a list of questions on the nature of education in the community. The more information that can be gathered, the more effective the strategic plan. However, if the answer to the question is unknown or difficult to obtain, indicate that fact and move on to other questions. Distribute this checklist to members of the coalition who work in the education field or key members of the community and request their assistance.

1. How many high schools are in your community? How many colleges/universities? Are these colleges or universities residential or commuter?

2. Does the school system have a policy on underage alcohol use and is it enforced?

3. Are police officers assigned to secondary schools in the community? What is their role?

4. Are students permitted to leave high schools for lunch? If yes, describe what happens.

5. Is there a student assistance program? Is there evidence that it is utilized?

6. What type of alcohol education is conducted in the schools?

7. Has your public school system adopted a prevention model curriculum? If so, briefly describe or give the name.

8. Do the universities and colleges have an alcohol policy? Is it widely distributed?

9. What is law enforcement's role on university/college campuses?

10. Are alcohol incidents part of disciplinary programs and are they reported to the police?

11. Is alcohol served at college/university events?

12. Do fraternities/sororities provide alcohol at special events? What are the policies?

13. What emphasis is alcohol given in college freshman orientation sessions?

14. What is the environment like around college/university campuses, i.e., number of bars, advertising of drink specials, etc.?

PUBLIC POLICY QUESTIONNAIRE

The following is a list of questions on the status of public policy in the community. The more information that can be gathered, the more effective the strategic plan. However, if the answer to the question is unknown or difficult to obtain, indicate that fact and move on to other questions. Distribute this checklist to members of the coalition who work in the public policy field or key members of the community and request their assistance.

1. What are the state's and/or locality's underage drinking laws and regulations? Check the ones which apply:
   - ❑ Zero tolerance
   - ❑ Purchase, attempt to purchase
   - ❑ Possession
   - ❑ Consumption
   - ❑ Public Intoxication
   - ❑ Use/lose (driver license suspensions/ revocations for underage use/possession/purchase)
   - ❑ Drinking and driving
   - ❑ Adults who provide alcohol to minors
   - ❑ Sales to minors
   - ❑ Keg registration
   - ❑ Graduated licensing
   - ❑ Fake IDs – making, selling, using

2. Are youth involved in any public policy initiatives?

3. What is the state's and local community's number one public policy issue involving youth?

4. How do legislators view the importance of preventing underage drinking?

5. Does the industry have influence in the way public policy initiatives are decided?

6. Does the coalition regularly brief policy makers on the underage drinking issue?

7. Has the coalition ever testified before a federal, state or local government body? If so, which one.

8. Has your coalition been involved in a public policy victory or defeat? If so, describe.

9. Are public officials actively involved in your coalition? If so, who are they?

10. What type of alcohol advertising (other than television) exists in the community, i.e., billboards, mass transit signs, retail establishments, sponsorship of local sporting or entertainment events, etc.?

11. What are the regulations on getting and keeping a license to sell alcohol?

12. Is your state a control (state control of liquor sales) or open (retail establishments) with respect to the sale of alcohol?

MEDIA QUESTIONNAIRE

The following is a list of questions on media coverage of the underage drinking issue in the community. The more information that can be gathered, the more effective the strategic plan. However, if the answer to the question is unknown or difficult to obtain, indicate that fact and move on to other questions. Distribute this checklist to members of the coalition who work in the media or key members of the community and request their assistance.

1. Has there been an alcohol-related incident involving underage youth in the past year?

2. If yes, did this incident receive widespread coverage in the media?

3. Estimate how many stories have been in the media in the past year that concerned underage drinking?

4. Does the coalition have a media plan with a complete, updated media list?

5. Has the coalition ever conducted a media event? If so, was it successful? If it was not successful, what were the lessons learned?

6. How does the coalition view the media? Is it important or not important?

7. Does the coalition include members of the media? If yes, what is their role?

8. Briefly describe what the coalition believes the media would be interested in with respect to the activities of the coalition?

9. Is the coalition involved in any national media efforts such as the National Youth Anti-Drug Campaign, Partnership for a Drug Free America, Marin Tobacco Initiative? If yes, please give the names.

RISK AND PROTECTIVE FACTORS

COMMUNITY RISK FACTORS	YES	NO	COMMUNITY PROTECTIVE FACTORS	YES	NO
Drugs and alcohol are easy to obtain.			Opportunities for bonding with and engaging in activities with family, school and community		
Drugs/underage drinking laws are inadequate or poorly enforced.			Anti-drug/anti-underage drinking community norms		
Community is disordered			Community norms on alcohol that deglamorize its use, restrict advertising		
			Awareness of laws		
			Low prevalence of neighborhood crime		
SCHOOL RISK FACTORS	**YES**	**NO**	**SCHOOL PROTECTIVE FACTORS**	**YES**	**NO**
Early and persistent antisocial behavior			Academic success		
Academic failure beginning in late elementary school			The reinforcement of life skills and drug/alcohol refusal skills		
Lack of commitment to school			Strong student bonds to the school		
			Students have an identity and sense of achievement		
FAMILY RISK FACTORS	**YES**	**NO**	**FAMILY PROTECTIVE FACTORS**	**YES**	**NO**
Parental drug use			Strong bonds with the family		
Neutral or favorable parental attitude toward drug/alcohol use			Parental monitoring with clear rules of conduct within the family unit		
A family history of substance abuse			Involvement of parents in the lives of their children		
Family structure and function problems					
INDIVIDUAL RISK FACTORS	**YES**	**NO**	**INDIVIDUAL PROTECTIVE FACTORS**	**YES**	**NO**
Biological predisposition			Effective socialization skills		
Shy, aggressive and irritable temperament at a young age			Positive peer relationships		
			Self-esteem		
Mental disorders			Involvement in religious and pro-social activities		
Sensation seeking personality and behaviors					
Low sense of self-esteem					
Alienation and rebelliousness, anti-social attitudes					
Early alcohol, tobacco and other drug use					
Underestimation of the harm of drug/alcohol use					
Friends who use drugs/alcohol, who favor drug/alcohol use, and/or have anti-social norms or attitudes					

YOUTH QUESTIONNAIRE ON UNDERAGE DRINKING

Background Information

1. What was your age on your last birthday?
   _____ < 14 _____ 18-20
   _____ 15-17 _____ 21+

2. What is your sex?
   _____ Male _____ Female

3. What is your race/ethnicity?
   _____ Asian _____ Hispanic _____ Other
   _____ African-American _____ White _____ Refused

4. Where do you live?
   _____ Name of city/town _____ Name of county

Use of Alcohol

5. Have you ever had alcoholic beverages like beer, wine, wine coolers or liquor?
   _____ Yes
   No (skip to question 18)

6. About how old were you the first time you drank alcohol, not counting sips you might have had as child from an older person's drink?
   _____ years old

7. How often do you drink alcohol?
   _____ At least once a week _____ At least once a month
   _____ Less than once a month

8. Do you ever have five or more drinks of alcohol at a time?
   _____ Yes _____ No

9. If "Yes," have you done this in the last month?
   _____ Yes _____ No

10. "Have you ever.... ?" (Check all that apply)
    _____ Been absent from school because you used alcohol
    _____ Been drunk at school
    _____ Done poorly in school because you used alcohol
    _____ Had family problems because you used alcohol
    _____ Been arrested because you used alcohol
    _____ Driven under the influence of alcohol

Youth Questionnaire continued

_____ Been a passenger in a vehicle in which the driver was under the influence of alcohol
_____ Been drunk at a party
_____ Had an injury because you used alcohol.

11. Do your parents permit you to drink alcohol in your home?
_____ Never _____ On special occasions only
_____ Under parental supervision _____ Any time I want to

12. Do you discuss alcohol use with your parent(s)?
_____ Yes _____ No

13. Do your parents know how much you drink?
_____ Yes _____ No

14. Have your parents ever seen you drunk?
_____ Yes _____ No

15. Do you know of parents or adults who permit non-family members under the age of 21 to consume alcohol in their homes?
_____ Yes _____No

16. How many times in the last two months has someone offered to give you, buy for you, or sell you alcohol?
_____ None _____ Once
_____ 2-3 times _____ 4 or more times

17. Have you successfully used a fake ID to obtain alcohol?
_____ Yes _____ No

18. Have you ever purchased alcohol without an ID?
_____ Yes _____ No

Perception of Alcohol Use by Other People

19. Most people my age who drink, do so because... (Check all that apply)
_____ They want to have a good time at a party
_____ They are sad or depressed and want to feel better about themselves
_____ They wish to rebel and defy their parents, teachers and other adult authorities
_____ They wish to fit in or be accepted by their friends or peers
_____ They are bored

20. Do you think alcohol use by underage youth is a...
_____ Serious problem _____Not at all a problem _____Minor problem

Youth Questionnaire continued

21. Within the past year, do you think heavy use of alcohol among people your age has..
_____ Increased _____ Decreased _____ Stayed the same

22. Who is responsible for contributing to the problem of alcohol use by youth under age 21?
(Check all that apply)
_____ Parents
_____ Public agencies
_____ Alcohol outlets, such as liquor stores, bars and restaurants
_____ Advertising
_____ Youth themselves
_____ Other (write in)
_____ Don't know

23. Do you think drinking and driving among youth is a...
_____ Serious problem _____ Minor problem
_____ Not at all a problem

24. Do you know someone with an alcohol problem?
_____ Yes _____ No

25. If the response to question 24 was "Yes," what was their relationship to you?
_____ Relative _____ Non-relative (e.g., friend or acquaintance)

26. Where is the primary source where people under the age of 21 obtain alcohol? (Select only one)
_____ Parent's home _____ Liquor store
_____ Bar/restaurant _____ Grocery/convenience store
_____ Friends/relatives _____ Other

27. Which of the following approaches would you support to decrease alcohol use by youth under the legal drinking age of 21?
(Check all that apply)
_____ New and/or stiffer penalties
_____ More law enforcement
_____ More alcohol education in schools
_____ More alcohol education in the mass media (TV, radio, magazines)
_____ Alcohol-free teen night clubs
_____ Public presentations by people who have been seriously hurt or impaired by alcohol abuse
_____ Driver's license suspension for youth who drink alcohol
_____ Ban on alcohol advertising

MARKET SURVEY OR ADULT QUESTIONNAIRE ON UNDERAGE DRINKING

1. What was your age on your last birthday?

_____ < 14	_____ 21-29	_____ 50-59
_____ 15-17	_____ 30-39	_____ 60+
_____ 18-20	_____ 40-49	_____ No response

2. What is your sex?

_____ Male	_____ Female

3. What is your race/ethnicity?

_____ Asian	_____ Hispanic	_____ Other
_____ White	_____ African-American	_____ Refused

4. In 1999, what was your household income?

_____ <$5,000	_____ $40,000-$49,999	_____ $100,000 +
_____ $5,000-$19,999	_____ $50,000-$59,999	_____ No response
_____ $20,000-$39,999	_____ $60,000-$99,999	

5. Where do you live?

_____ Name of city/town _____ Name of county

6. If you are a parent, what is your child or children's age(s)?

_____ <14	_____ 21+
_____ 15-17	_____ None
_____ 18-20	

7. The current legal drinking age in the U.S. is age 21. Do you think...

_____ This is the right age	_____ Do not know
_____ The age should be lowered to 18	_____ No response

8. Do you think alcohol use by minors is a...

_____ Serious problem	_____ Minor problem	_____ Do not know
_____ Somewhat serious	_____ Not a problem	

9. Do you know youths under the age of 21 who use alcohol?

_____ Yes	_____ No

10. Do you know someone with an alcohol problem?

_____ Yes	_____ No

10A. If the response to question 10 was "Yes," what is their relationship to you?

_____ Relative	_____ Both
_____ Non-relative	_____ No response

Adult Questionnaire continued

11. Do you know someone who has been killed or injured in a drunk driving crash?
_____ Yes _____ No

12. Do you know someone who has been arrested for drunk or impaired driving?
_____ Yes _____ No

13. Do you know of parents or adults who permit youths under the age of 21 to consume alcohol in their homes?
_____ Yes _____ No _____ Do not know

14. Do you know if your child(ren) has consumed alcohol in the last 30 days?
_____ Yes _____ No

15. Do you talk to your child(ren) about alcohol?
_____ Yes _____ No

16. Which of these is the primary source where minors under the age of 21 obtain alcohol?
_____ Parent's home _____ Grocery/Convenience store
_____ Liquor store _____ Friends
_____ Bar/Restaurant _____ Other

17. Under what circumstances is it acceptable for an adult to provide alcohol to minors under age 21?
_____ Holidays _____ Never _____ Other
_____ Special occasions _____ At meals

18. What forms of advertising do you think influence alcohol use among minors under age 21?
_____ Television _____ Music _____ Bus signs
_____ Magazines _____ Billboards

19. Does your school have an alcohol policy?
_____ Yes _____ No _____ Do not know

20. If you were aware of a minor under the age of 21 who was consuming alcohol, what would you do?
_____ Talk with parents of minor _____ Contact school officials
_____ Speak to minor who was drinking _____ Do nothing
_____ Talk to friends of minor _____ Other

21. What do you think prevents society from eliminating alcohol use among minors under age 21?
_____ Acceptance by society _____ Lack of education/school
_____ Parental attitude _____ Lack of enforcement
_____ Peer pressure _____ Other
_____ Alcohol advertising

Adult Questionnaire continued

22. Are there resources available in your community that address alcohol use among minors under age 21?
_____ Yes _____ No

22A. If the response to question 22 was "Yes," then what resources are available?
_____ Community-based prevention programs
_____ School-based prevention programs
_____ Alcohol server/seller training
_____ Other
_____ Law enforcement
_____ Parent groups
_____ Student/youth groups

23. Would you favor new and/or stiffer penalties for...
_____ Parents who serve alcohol to minors under the age of 21?
_____ Peers over 21 who purchase alcohol for youth under the age of 21?
_____ Bars/restaurants/liquor stores that sell to minors under age 21?

24. Do you favor driver's license suspension or revocation for minors under age 21 who violate underage drinking laws?
_____ Yes _____ No _____ Do not know

25. What government agencies should be involved in solving this problem?
_____ Youth service agencies
_____ Health & human service agencies
_____ School systems
_____ Police departments
_____ Courts
_____ Other

26. Select the possible solution(s) that would be effective to combat underage drinking in your community?
_____ Tag beer kegs with ID of purchaser
_____ 800-number for citizens to report stores that sell to minors
_____ Server/seller training programs for places that sell alcohol
_____ A public awareness campaign

27. Are there programs in your community that address the issue of underage drinking? (Please specify)

_____
_____
_____
_____
_____
_____
_____
_____
_____
_____
_____

FOCUS/DISCUSSION GROUP QUESTIONS

1. Is underage drinking a serious problem in (*name of the community/town/county*)
   If yes, why?

   If no, why?

   Probes
   Does anyone know or come in contact with underage youth that drink?

   Has there been an alcohol-related incident (crash, death, injury) involving an underage youth?

2. Do all youth engage in underage drinking or is it just a few?

   Probes
   Is underage drinking more of a problem for some young people than others?

   Is underage drinking just a common right of passage?

3. What do you think causes underage drinking?

   Probes
   Is it the fault of parents?

   Is it the youth?

Focus/Discussion Group Questions continued

4. Does the community send mixed messages to youth about underage drinking?

   Probes
   Is there a lot of outdoor alcohol advertising?

   Do adults permit underage drinking?

5. What are the barriers to solving the problem of underage drinking?

   Probes
   Who or what would stand in the way of effective solutions?

   What prevents the problem from being solved now?

6. What are your suggestions for solving the problem of underage drinking?

   Probes
   Should there be more education in the schools?

   Should there be stricter enforcement?

7. What do you think your agency/organization/institution's role is in addressing the problem of underage drinking?

   Probes
   What kinds of programs or activities does your agency/organization/institution do for youth?

   Does our agency/organization/institution pay enough attention to the problem of underage drinking?

STRATEGIC PLAN WORKSHEET

MISSION STATEMENT

(Brief statement on why group was formed, what problems group is trying to address, how the group intends to solve the problem and goal for the future).

_____

_____

_____

_____

GOALS *(Broad, general statements describing what the project or groups want to accomplish.)*

Enforcement Goal

_____

_____

Objective #1 *(Ways in which group or project wants to accomplish its goal.)*

_____

_____

Action Steps/Activities *(Specific steps group/project will take to accomplish objective.)*

1. _____
2. _____
3. _____

Objective #2 *(Ways in which group or project wants to accomplish its goal.)*

_____

_____

Action Steps/Activities *(Specific steps group/project will take to accomplish objective.)*

1. _____
2. _____
3. _____

PUBLIC POLICY GOAL

_____

_____

Objective #1 *(Ways in which group or project wants to accomplish its goal.)*

_____

_____

Strategic Worksheet continued

Action Steps/Activities *(Specific steps group/project will take to accomplish objective.)*

1. _____
2. _____
3. _____

Objective #2 *(Ways in which group or project wants to accomplish its goal.)*

_____

_____

Action Steps/Activities *(Specific steps group/project will take to accomplish objective.)*

1. _____
2. _____
3. _____

PREVENTION/EDUCATION GOAL

_____

_____

_____

Objective #1 *(Ways in which group or project wants to accomplish its goal.)*

_____

_____

Action Steps/Activities *(Specific steps group/project will take to accomplish objective.)*

1. _____
2. _____
3. _____

Objective #2 *(Ways in which group or project wants to accomplish its goal.)*

_____

_____

Action Steps/Activities *(Specific steps group/project will take to accomplish objective.)*

1. _____
2. _____
3. _____

COMMENTS/NOTES

WORKPLAN AND TIME
UNDERAGE DRINKING PREVENTION PROJECT
Updated: (give date)

Task Assignment	Assigned To Date	Target Complete	Date
GOAL Reduce underage drinking by enforcing underage drinking laws and regulations			
OBJECTIVE Decrease by 10% the number of retailers who sell alcohol to minors		Oct '00	
ACTION STEPS			
1. Conduct compliance checks	Police Dept. Alc. Enforce Unit ABC investigators	11/12 12/12 1/12 2/12 3/12 4/12	
a. Produce interim report to present to coalition	Staff	5/12	
b. Continue conducting on a monthly basis	Police/ABC	Jun-Sep	
2. Publish the names of retailers that violate the law			
a. Provide names	Police/ABC	12/17	
b. Produce press release	Staff	1/10	
c. Follow up with media regarding press release	Staff	1/13	
3. Determine the punishment given to retailers cited for sales to minor violations to insure it is sufficient and consistently applied.			
a. Attend Alcohol Beverage Control hearings	B. Smith J. Doe C. Frank	1/21 2/21 3/21	
b. Prepare report for presentation to coalition	Staff	4/21	
c. Prepare news release and conduct media follow up	Staff	May	
4. Conduct server/seller training sessions			
a. Meet with ABC to determine types of training currently available		2/10	
b. Notify retailers of upcoming training session		3/10	
c. Prepare survey and evaluation sheet for distribution at training		3/20	
d. Conduct training session		4/10	

PILOT PROJECTS

Cities, counties and neighborhoods across America are confronting the problem of underage drinking and its consequences. As the professional organization representing the chief highway safety officers from each state, the District of Columbia and the U.S. territories, the National Association of Governors' Highway Safety Representatives (NAGHSR) is committed to helping reduce illegal underage alcohol consumption and curb the terrible toll underage drinking takes on our society.

Underage Drinking Pilot Project

In March 1995, NAGHSR launched a pilot project on underage drinking funded by the National Highway Traffic Safety Administration (NHTSA). The pilot assisted five communities in developing and implementing comprehensive underage drinking prevention programs based on a model initiated in the Washington, D.C. area in 1992 at the direction of the U.S. Congress.

The five NAGHSR pilot sites included Chesterfield County, VA; Travis County (Austin), TX; Omaha, NE; Detroit, MI and Salt Lake City, UT. In the first year, the project focused on developing broad-based community coalitions and helping those coalitions undertake an extensive needs assessment regarding the nature, extent and consequences of underage drinking in their communities.

Based on the information obtained during the needs assessment process, each site developed a comprehensive strategic plan that was implemented in subsequent years. The strategic plans included goals and objectives that were directly related to specific problems identified in the needs assessment. The objectives were specific and measurable so that progress could be tracked over time.

Each of the communities demonstrated success and four of the five programs continue to operate. The Travis County Underage Drinking Prevention Project in Austin, TX was nominated for a national award by the state's highway safety office and the Safe and Sober Youth Project in Chesterfield County, VA continues to expand its operations and activities to other counties. Project Extra Mile in Omaha, NE and Save Our Youth in Salt Lake City, UT are actively involved in underage drinking efforts funded through the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Project Extra Mile has received extensive media coverage and was the recipient of a 1999 Award from the National Commission Against Drunk Driving. The programs have succeeded in building awareness of the problem in their communities, mobilizing key members of the community to take action and changing policies, procedures and laws that directly relate to underage drinking.

Rapid Response Team

To build on the success of the demonstration projects, NAGHSR and NHTSA decided in March 1998 to pilot test another approach to providing technical assistance to communities working to prevent underage drinking. The revised concept involved intense, short-term assistance to communities provided by a team of nationally recognized experts. State highway safety offices were invited to nominate communities to receive the technical assistance and NAGHSR and NHTSA chose six sites in various states. The "on-site" intensive technical assistance was christened the "Rapid Response Team." The team provided technical assistance for coalitions, which already existed, but were having difficulty designing and implementing underage drinking prevention programs. Assistance by the Rapid Response Team gave each site a "jump start" in developing or strengthening comprehensive, needs-based underage drinking prevention programs.

Pilot Projects continued

The six communities selected to participate in the pilot, which was conducted from March 1998 to September 30, 1999, included Rio Arriba County, NM; Tippecanoe County, IN; Oswego County, NY; Hermantown, MN; Lenoir County, NC, and Prince George's County, MD. Each of the six communities received the following:

- Assistance in completing a self-assessment to determine the nature and extent of the underage drinking problem in their community.
- A three-day site visit by the team of nationally recognized experts, who worked with local advocates and officials to guide them in developing a comprehensive program. Members of the team included experts in:
  - Coalition building, needs assessments and strategic planning
  - Enforcement and adjudication
  - Community development
  - Youth programs and school-based prevention
  - Public Policy
  - Media Relations
- Additional technical assistance was provided for three months from the team by phone, fax and e-mail.

NAGHSR also led the first phase of technical assistance for the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) nationwide program, Enforcing Underage Drinking Laws. In this effort, the NAGHSR team reviewed the underage drinking prevention plans for all 50 states and the District of Columbia and provided training for forty-eight states and the District of Columbia. The NAGHSR *Community How To Guides on Underage Drinking Prevention* contain information gleaned from the experience of the Washington, D.C., area model (the Washington Regional Alcohol Program and Drawing the Line on Underage Alcohol Use), the eleven sites in the two NAGHSR pilot projects, and the OJJDP technical assistance.

ACKNOWLEDGEMENTS

The National Association of Governors' Highway Safety Representatives (NAGHSR) and the National Highway Traffic Safety Administration (NHTSA) wishes to thank the leaders in the NAGHSR underage drinking pilot sites and the rapid response pilot sites for their leadership and enthusiasm to address underage drinking within their communities.

The personnel involved in the first pilot effort include the following: Diane Riibe of Project Extra Mile in Omaha, Nebraska; Pat Farris, former Executive Director of Children At Risk Today in Chesterfield County, Virginia; Gloria Souhami of the Travis County Underage Drinking Prevention Project in Austin, Texas; Cherilynn Uden of Save Our Youth in Salt Lake City, Utah and Alma Gale, with the Bureau of Substance Abuse in Detroit, Michigan.

The pilot of the rapid response initiative involved the following individuals: Juan Roybal of the DWI Prevention Council in Rio Arriba County, New Mexico; Sally McIntire and Debbie Lowe of the Coalition for a Drug-Free Tippecanoe County in Layfayette, IN; Jane Murphy, Karen Hoffman and Barbara Canale of Take Charge Coalition in Oswego, New York; Barbara LaRoque of the Lenoir County Initiative to Reduce Underage Drinking, Kinston, North Carolina; Chris Olafson and Dave Thompson of the Learners At Risk Committee in Hermantown, Minnesota, and Dana Gigliotti of the Prince George's Highway Safety Task Force in Prince George's County, Maryland.

Pilot Projects continued

The success of the rapid response pilot was due to the involvement of the team of experts who provided valuable assistance and expertise. Individuals who participated as part of the Rapid Response Team included Marie Bishop, former Governor's Highway Safety Representative in Idaho; Jim Copple, National Crime Prevention Council; Johnnetta Davis, Pacific Institute for Research and Evaluation; Captain Tom Didone, Montgomery County, Maryland Police Department; Nancy Chase Garcia, Garcia Consulting (formerly with Center for Substance Abuse Prevention); Andrew Hill, Higher Education Center for Alcohol and Other Drug Prevention; Officer William Morrison, Montgomery County, Maryland Police Department; Pat Nechodom, University of Utah; Nancy Rea, Drawing the Line on Underage Alcohol Use, Montgomery County, Maryland; Judy Robinson, Higher Education Center for Alcohol and Other Drug Prevention; Mary Ann Solberg, Troy Community Coalition; Ed Virant, Omaha Public Schools, and Lt. Dick Yost, Phoenix, Arizona Police Department.

Thanks also goes to the many individuals, coalitions and organizations whose ongoing dedication to reducing underage drinking provided an opportunity to test the validity of NAGHSR's comprehensive approach. Their ideas, enthusiasm and commitment demonstrate there is a willingness across this nation to tackle the problem of underage drinking.

RESOURCES CITED IN COMMUNITY HOW TO GUIDE

American Probation and Parole Association
Juvenile Holdover Programs
P.O. Box 11910
Lexington, KY 40578
606-244-8215
Fax: 606-244-8001
Web site: http://www.appa-net.org

Day of Discovery
Spotsylvania Juvenile Court
9113 Courthouse Road
P.O. Box 157
Spotsylvania, VA 22553
540-582-7207
Fax: 540-582-2029

Drawing the Line on Underage Alcohol Use
Montgomery County Department of Health and Human Services
8630 Fenton Street, 10th Floor
Silver Spring, MD 20910
240-777-1123
240-777-3054
Web site: http://www.co.mo.md.us/services/hhs/pubhlth/dtl/dtl.html
E-mail: nancy.rea@co.mo.md.us

Maryland Underage Drinking Prevention Coalition
Executive Director
Governor's Office of Crime Control & Prevention
300 East Joppa Road, Suite 1105
Baltimore, MD 21286-3016
410-321-3521
Fax: 410-321-3116
Web site: http://www.cesear.umd.edu/goccp/drinking/drinking.htm

Mothers Against Drunk Driving
511 East John Carpenter Freeway, Suite 700
Irving, TX 75062
214-744-6233
800-GET-MADD
Web site: http://www.madd.org

National Association of Governors' Highway Safety Representatives
750 First Street, NE, Suite 720
Washington, DC 20002
202-789-0942
Fax 202-789-0946
Web site: http://www.naghsr.org/uddp

National Clearinghouse for Alcohol and Drug Information (NCADI)
Center for Substance Abuse Prevention
P.O. Box 2345
Rockville, MD 20747-2345
1-800-729-6686
Web site: http://www.health.org

National Committee on Uniform Traffic Laws and Ordinances (NCUTLO)
107 South West Street, Suite 110
Alexandria, VA 22314
1-800-807-5290
Fax: 540-465-5383
Web site: http://www.ncutlo.org

National Institute on Alcohol Abuse and Alcoholism (NIAAA)
6000 Executive Boulevard, Suite 409
Bethesda, MD 20892-7003
301-443-3860
Web site: http://www.niaaa.nih.gov

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Community How To Guide On...
NEEDS ASSESSMENT & STRATEGIC PLANNING
RESOURCE LISTING

National Highway Traffic Safety Administration
Traffic Safety Programs
"TEAMSpirit" Youth Conference Guide
400 Seventh St., SW
Washington, D.C. 20590
202-366-9588
Fax: 202-366-2766
Web site: http://www.nhtsa.dot.gov

Office of Juvenile Justice and Deliquency Prevention
810 Seventh Street, NW
Washington, DC 20531
202-307-5911
Fax: 202-307-2093
Web site: http://www.ojjdp.ncjrs.org

Project Extra Mile
Executive Director
302 South 36th Street, Suite 214
Omaha, NE 68131
402-345-5000
Fax: 402-231-4307
E-mail: d.:ibe@alltel.net

Safe and Sober Youth Coalition
Executive Director
Children at Risk Today
14005 Steeplestone Drive, Suite A
Midlothian, VA 23113
804-378-7752
Fax: 804-378-7752

Social Development Research Group (SDRG)
University of Washington
9725 3rd Avenue NE, Suite 401
Seattle, WA 98115-2024
206-685-1997
Fax: 206-543-4507
Web site: http://www.sdrg@u.washington.edu

"Thomas" at the Library of Congress
101 Independence Avenue, SE
Washington, DC 20540
Web site: http://thomas.loc.gov

Underage Drinking Enforcement Training Center
Guide to Conducting Youth Surveys
Pacific Institute for Research and Evaluation
11140 Rockville Pike, 6th Floor
Rockville, MD 20852
301-984-6500
Fax: 301-984-6559
Web site: http://www.pire.org/udetc

U.S. Census Bureau
U.S. Department of Commerce
301-457-4100
Fax: 301-457-4714
Web site: http://www.census.gov

Washington Regional Alcohol Program (WRAP)
Executive Director
8027 Leesburg Pike, Suite 314
Vienna, VA 22182
703-893-0461
Fax: 703-893-0465
Web site: http://www.wrap.org

NATIONAL SURVEYS AND DATA

Youth Fatal Crash & Alcohol Facts
National Highway Traffic Safety Administration
Traffic Safety Programs (NHTSA)
Impaired Driving Division
400 Seventh St., SW
Washington, D.C. 20590
202-366-9588
Fax: 202-366-2766
Web site: http://www.nhtsa.dot.gov/people/injury/alcohol.htm

Each year, the agency publishes Youth Fatal Crash & Alcohol Facts. The figures and data contained in the report focus on alcohol-related fatal crashes involving young people, ages 15 through 20, beginning in 1982. The source of all data contained in the report is from the Fatality Analysis Reporting System, National Center For Statistics And Analysis, and National Highway Traffic Safety Administration. Other data were derived from the current population surveys of the Bureau of the Census and alcohol consumption data from the National Institute on Drug Abuse and National Institute on Alcohol Abuse and Alcoholism.

Monitoring the Future
National Institute on Drug Abuse (NIDA)
6001 Executive Boulevard, Room 5213
MSC 9561
Bethesda, MD 20892
301-443-6245
Web site: http://www.nida.nih.gov
E-mail: MTFinfo@isr.umich.edu
Web site: htt://www.MTFweb@isr.umich.edu

Monitoring the Future, begun in 1975, is an ongoing study of the behaviors, attitudes, and values of American secondary school students, college students, and young adults. Each year, a total of some 50,000 8th, 10th and 12th grade students are surveyed (12th graders since 1975, and 8th and 10th graders since 1991). In addition, annual follow-up questionnaires are mailed to a sample of each graduating class for a number of years after their initial participation. The study is funded by research grants from the National Institute on Drug Abuse, a part of the National Institutes of Health. MTF is conducted at the Survey Research Center in the Institute for Social Research at the University of Michigan. Survey results are usually released in December.

Youth Risk Behavioral Survey
Centers for Disease Control and Prevention
National Center for Chronic Disease Prevention and Health Promotion
Division of Adolescent Health and School Health's Information Service
P.O. Box 9017
Silver Spring, MD 20907
888-231-6405
Fax: 888-282-7681
Web site: http://www.cdc.gov/nccdphp/dash/yrbs

The Youth Risk Behavioral Survey (YRBS) is a national school-based survey conducted biennially to assess the prevalence of health risk behaviors among high school students. The YRBS focuses on priority health-risk behaviors established during youth that result in the most significant mortality, morbidity, disability, and social problems during both youth and adulthood. These include: behaviors that result in unintentional and intentional injuries, tobacco use, alcohol and other drug use; sexual behaviors that result in HIV infection, other sexually-transmitted diseases (STDs), and unintended pregnancies; dietary behaviors, and physical activity. Results from YRBS are used by CDC to monitor how priority health-risk behaviors among high school students (grades 9-12) increase, decrease, or remain the same over time; evaluate the impact of broad national, state, and local efforts to prevent priority health-risk behaviors, and monitor progress in achieving relevant national health objectives for the year 2000.

Community How To Guide On... NEEDS ASSESSMENT & STRATEGIC PLANNING RESOURCE LISTING

College Alcohol Study
Harvard School of Public Health
Department of Health & Social Behavior
Harvard School of Public Health
677 Huntington Avenue
Boston, MA 02115
E-mail: cfinn@hsph.harvard.edu
Web site: www.hsph.harvard.edu/cas

The Harvard School of Public Health College Alcohol Study (CAS) is an ongoing survey of 15,000 students at 140 four-year colleges in 40 states. It was the first study to use the term "binge drinking" to describe the pattern of heavy episodic alcohol use that is characteristic of many college students. It was also the first to identify the "second-hand effects" of binge drinking—those problems suffered by other, non-binging students. The study examines important issues in college alcohol abuse, including the role of fraternities and sororities and of athletics, the special situation of freshmen, the influence of student drinking norms on behavior, and the role that availability and price play. The College Alcohol Study has now surveyed different random samples of students at the same four-year colleges three times: in 1993, 1997, and in 1999. Results of the College Alcohol Study are usually available in March. The Harvard College Alcohol Study web site has additional information including "What Colleges Are Doing About Student Binge Drinking – A Survey of College Administrators."

PRIDE Surveys
166 St. Charles Street
Bowling Green, KY 42101
270-746-9596
Fax: 270-746-9598
Web site: http://www.pridesurveys.com

Founded in 1977, PRIDE (Parents' Resource Institute for Drug Education), is the largest and oldest organization in the nation devoted to drug- and violence-free youth. Since 1982 PRIDE Surveys have been used by over 6400 school systems. The surveys are a used a measure of effectiveness of the White House drug strategy and required for organizations receiving Department of Education funding. PRIDE surveys are conducted during the school year to assess adolescent drug and violence problems and represent data from sixth through twelfth grade students. Schools that administer the PRIDE questionnaire do so voluntarily, or in compliance with a school district or state request. They receive explicit instructions for administering the anonymous, self-report instrument. Results of the PRIDE Survey are generally consistent with the National Institute on Drug Abuse's Monitoring the Future Survey (MTF) and are usually released in September.

OTHER NEEDS ASSESSMENT/ STRATEGIC PLANNING RESOURCES

"How Do We Know We Are Making A Difference?
A Community Substance Abuse Indicators Handbook"
Join Together
441 Stuart St., 6th Floor
Boston, MA 02116.
617-437-1500
Fax: 617-437-9394.
Web site: http://www.jointogether.org

Written to assist community coalitions and other groups fighting substance abuse, the book is a guide to help communities develop indicators that describe the scope and nature of local substance abuse problems. The book provides basic information on a menu of 20 substance abuse indicators and guides community leaders to

data to start a study. Indicators are divided among five primary topic areas: Availability/Environment; Use; Prevention/Treatment Activities; Enforcement/Regulation Activities; Harm. It also outlines some important use and interpretation issues and contains state and local directories and data references.

The Board's Role in Strategic Planning
by Kay Sprinkel Grace
National Center for Non-profit Boards
1828 L Street, NW, Suite 900
Washington, DC 20036-4907
202-452-6262 800-883-6262
Fax: 202-452-6299
Web site: http://www.ncnb.org

This booklet discusses the importance of strategic planning and why boards should play an integral roll in the planning process. It includes an example of a strategic planning system and a plan it produced.

Best Practices of Effective Non-Profit Organizations: A Practitioner's Guide
The Foundation Center
79 Fifth Avenue
New York, NY 10003-3076
212-620-4230
Web site: http://www.fdncenter.org

Topics include defining purposes and goals, adhering to missions, obtaining and retaining high quality volunteers and staff, creating comprehensive financing plans, responding to change by adjusting services and operations, evaluating services to assess effectiveness, and communicating goals both internally and externally.

Creating and Implementing Your Strategic Plan: A Workbook for Public and Nonprofit Organizations
by John M. Bryson and Farnum K. Alston
Jossey-Bass Publishers
350 Sansome Street
San Francisco, CA 94104
888-378-2537 800-956-7739
Web site: http://www.josseybass.com

A step-by-step guide to conducting strategic planning, with worksheets that take participants through each phase of the process. It includes guidelines for brainstorming sessions.

The Data-Smart Manual. Use and Analysis of Data for Local Highway and Traffic Safety Programs, January 1999
National Highway Traffic Safety Administration
Research and Development Office
400 Seventh St., SW
Washington, D.C. 20590
202-366-6616 or 202-366-9588
Web site: http://www.nhtsa.dot.gov

The Data-Smart Manual uses an "internet-like" approach to present information about data. The first section lists twelve questions that every program needs to address along with the type of data, data concepts, and analytical methods that are relevant to answering the questions. The second section describes the commonly used data sources, explains the advantages of data linkage, and provides guidance on obtaining, organizing, analyzing, and presenting data. Instructions are included for calculating various statistical measures that can be used to summarize the data. The third section focuses on expanding data capabilities and ongoing improvement of program data.

Community How To Guide On...
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RESOURCE LISTING

Leonard Communications
15713 Cherry Blossom Lane
North Potomac, MD 20878
301-948-4879
Fax: 301-948-3736
E-mail: trina@erols.com

PMB Communications
1114 North Illinois Street
Arlington, VA 22205
703-237-5532
Fax: 703-237-8831
E-mail: PMBEER@worldnet.att.net

Successful Strategic Planning: A Guide for Nonprofit Agencies and Organizations
by Patrick J. Burkhardt and Suzanne Reuss
Sage Publications
2455 Teller Road
Newberry Park, CA 91320
805-499-0721
Fax: 805-499-0871
Web site: www.sagepub.com

This guide is for small to medium sized organizations. It includes information on organizational problems that signal the need for improved planning, internal and external assessments, and how to put a strategic plan into operation and evaluate it. It provides examples and exercises in a workbook format.

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of Transportation
National Highway
Traffic Safety
Administration

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
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Educational Resources Information Center (ERIC)

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